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Financing of activities arising from Security Council resolution 1863 (2009)

Financing of support of the African Union Mission in Somalia for the period from 1 July to 31 December 2009

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on financing of support of the African Union Mission in Somalia (AMISOM) for the period from 1 July to 31 December 2009 (A/63/867). During its consideration of the report, the Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. The Advisory Committee recalls that the Security Council, by its resolution 1863 (2009), expressed its intent to establish a United Nations peacekeeping operation in Somalia as a follow-on force to AMISOM, subject to a further decision of the Council by 1 June 2009. The Council requested the Secretary-General, in order for the AMISOM forces to be incorporated into a United Nations peacekeeping operation, to provide a United Nations logistical support package to AMISOM, including equipment and services, but not including transfer of funds to AMISOM, until 1 June 2009 or until a decision was taken by the Council, whichever was earlier.

3. The Advisory Committee further recalls that, in order to respond to the request of the Security Council, the Secretary-General, in a report dated 12 March 2009 (A/63/758) submitted a request, pursuant to section IV, paragraph 2, of General Assembly resolution 49/233 A, for commitment authority, with assessment, for the period from 1 May 2007 to 30 June 2009 in the amount of $80,906,900. By its resolution 63/275, the General Assembly authorized the Secretary-General to enter into commitments for the support of AMISOM for the period from 1 May 2007 to 30 June 2009 in a total amount not exceeding $77,790,900 and decided to apportion that amount among Member States.

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4. Subsequently, by its resolution 1872 (2009), the Security Council authorized the member States of the African Union to maintain AMISOM until 31 January 2010 to carry out its existing mandate. The Council requested the Secretary-General to implement the incremental approach to the deployment of a United Nations peacekeeping operation in Somalia set out in paragraphs 82 to 86 of his report of 16 April 2009 (S/2009/210), whereby the United Nations would continue to provide support to AMISOM and to build the capacity of the Somali institutions, while continuing to plan for the deployment of a United Nations peacekeeping operation at the appropriate time.

5. In paragraph 17 of its resolution 1872 (2009), the Council requested the Secretary-General to continue to provide a logistical support package to AMISOM, comprising equipment and services but not including transfer of funds to AMISOM, until 31 January 2010. In paragraph 19 of the resolution, the Council requested the Secretary-General to continue to provide technical and expert advice to the African Union in the planning and deployment of AMISOM through the existing United Nations planning team in Addis Ababa.

6. Accordingly, in order to provide AMISOM with continued logistical support comprising equipment and services, and pending submission to the General Assembly of the proposed budget for the support of AMISOM for the 2009/10 period, the Secretary-General is requesting, pursuant to section IV, paragraph 2, of Assembly resolution 49/233 A, commitment authority, with assessment, for the period from 1 July to 31 December 2009 in the amount of $185,673,700.

7. In paragraph 14 of his report contained in document A/63/867, the Secretary-General indicates that the projected requirements of $38,524,600 for military and police personnel reflect, inter alia, provision for daily rations for the anticipated average force strength of 6,283 troops for the period from 1 July to 31 December 2009, allowing for a 20 per cent delayed deployment factor. The Advisory Committee was informed that, to date, there were currently five battalions on the ground in Mogadishu, for a total of around 4,300 troops. In addition, one further battalion from Burundi was ready for deployment and a firm pledge of one battalion had been received from Sierra Leone. However, it was envisaged that it would be at least three months before the latter battalion could deploy.

8. Upon enquiry, the Advisory Committee was informed that "life-support" requirements were currently being provided to AMISOM by a Member State under a letter-of-assist arrangement. However, it was anticipated that the United Nations own arrangements for support to AMISOM, including rations, fuel and water, would be in place by August 2009, and funding requirements had been calculated based on estimated prices similar to those in comparable United Nations peacekeeping operations. The required procurement action was being conducted in accordance with United Nations procedures, with a view to establishing a number of separate supply arrangements to replace the current multifunctional provider.

9. In paragraph 15 of his report, the Secretary-General indicates that the projected requirements of $13,170,000 for civilian staff reflect requirements for the United Nations Support Office for AMISOM (UNSOA) and for the New York and Addis Ababa planning teams, as well as for a four-member resident audit team to be embedded in UNSOA. The resource requirements for UNSOA cover staff salaries, staff assessment and common staff costs for 115 international and 110 national staff to be located at the main office in Nairobi and at the logistics and transit base in

Mombasa, Kenya (see para. 15 below). The estimate reflects the phased deployment of the proposed staff for the period 1 July to 31 December 2009, with the application of 30 and 20 per cent delayed recruitment factors to international and national staff, respectively.

10. The Secretary-General further states, in paragraphs 11 and 12 of his report, that the Security Council in its resolution 1872 (2009) also calls on the Secretary-General to continue to provide technical and expert advice to the African Union on the planning and deployment of AMISOM. Therefore, the cost estimates for civilian staff also reflect requirements for 34 positions for the Addis Ababa and New York planning teams. The overall number of dedicated planners providing support to the African Union in Addis Ababa has been reduced from 19 to 14 international staff. The number of national staff (four) will remain unchanged. Planning and coordination efforts in New York will also continue and the number of staff will remain the same as in the 2008/09 period (16 staff members). The Secretary-General proposes, however, that the existing Somalia Planning and Coordination Team in support of a future United Nations peacekeeping operation in Somalia be restructured and that a small team from within the previous staffing levels be formed to provide a dedicated integrated operational support capacity for UNSOA at United Nations Headquarters. The UNSOA Support Team will consist of five staff and the Somalia Planning and Coordination Team will consist of 11 staff.

11. The Advisory Committee notes the significant increase in the number of national positions proposed (115 as compared with 55 for the previous period). The Committee recalls that the estimates for the previous period provided for a total of 204 staff for UNSOA in Nairobi, with a small presence in Addis Ababa and Entebbe, Uganda (see A/63/780, para. 16). Upon enquiry, however, the Committee was informed that UNSOA currently had no presence in Addis Ababa or Entebbe and no longer intended to establish any staff in either location. The related positions included in the previous request for commitment authority had therefore been removed from the present proposal.

12. The Advisory Committee was further informed that UNSOA currently had 11 staff members on board (10 in Nairobi and one in Mombasa), 8 staff members on travel status and 6 staff members under recruitment. UNSOA had established a small recruitment cell in Nairobi to expedite the recruitment of civilian staff, and expected that between 35 and 40 staff members would be recruited each month.

13. In paragraphs 16 to 19 of his report (A/63/867), the Secretary-General indicates that the estimated operational requirements in the amount of $133,979,100 are attributable mainly to facilities and infrastructure ($88,013,900), ground transportation ($6,339,800), air transportation ($8,125,800), communications ($8,859,800), information technology ($5,552,700) and other supplies, services and equipment ($11,285,000).

14. According to the Secretary-General, the cost estimate for facilities and infrastructure includes requirements for the first six months of a two-year construction programme to build United Nations standard facilities, in compliance with minimum operating security standards, for military contingents in nine locations in Mogadishu, as well as the logistics and transit base in Mombasa. The Advisory Committee was informed that field visits to identify sites in Mogadishu for all nine camps had yet to be conducted. The estimate also includes requirements for the completion of the construction of the force headquarters and the level II

medical facility, for which partial provision was made during the 2008/09 period. A delayed implementation factor of 30 per cent has been incorporated into the resource requirements for the construction programme.

15. As the Secretary-General indicates in paragraph 8 of his report, the above-mentioned logistics and transit base in Mombasa is being established to manage the preparation and transfer of supplies, equipment and personnel to Mogadishu. The Advisory Committee was informed, upon enquiry, that Mombasa, rather than Entebbe, had been selected as the location of the base because significant savings would be realized under operational costs as a result of (a) the use of sea freight between Mombasa and Mogadishu rather than air transportation from Entebbe; (b) the non-requirement for the inland transportation of cargo from Mombasa to Entebbe; and (c) a lower number of flight hours for air freight on account of the shorter travel distance from Mombasa to Mogadishu (900 km as compared with 1,400 km from Entebbe).

16. The Secretary-General further indicates, in paragraph 3 of his report, that since airlift to Mogadishu airport is both expensive and vulnerable to attack, the emphasis will shift towards bulk sea movement for consignments. In that connection, representatives of the Secretary-General informed the Advisory Committee that UNSOA had entered into an arrangement with Operation Atalanta, a European Union military mission established on 8 December 2008 to contribute to the deterrence and repression of acts of piracy and armed robbery off the Somali coast. Under the terms of that arrangement, every AMISOM and United Nations ship is to be provided with a military escort from Mombasa to Mogadishu and back to Mombasa. The Committee was also informed that negotiations were under way with the World Food Programme on collaboration in the area of sea transport. **The Advisory Committee expects that detailed information about these arrangements will be provided in the context of a future budget submission.**

17. **The Advisory Committee trusts that the budget submission referred to in paragraph 19 below will reflect greater functional clarity in the various administrative structures referred to in the Secretary-General's report, which seem overly complex. The Committee further trusts that the Secretary-General will submit a proposal that provides for greater consolidation of UNSOA duty stations, as well as a clearer description of the respective roles and responsibilities of UNSOA and the United Nations Political Office for Somalia.**

18. The Advisory Committee notes that the planning assumptions for UNSOA have been refined in the three months since the Secretary-General's previous request for commitment authority. Nevertheless, the Secretary-General's report does not respond fully to a number of the comments and observations made by the Advisory Committee in its previous report (A/63/780). **Accordingly, the Advisory Committee reiterates those comments and observations and expects that they will be fully addressed in a future budget submission.**

19. As indicated in paragraph 6 above, the present request for commitment authority has been made pending submission to the General Assembly of the proposed budget for the support of AMISOM for the 2009/10 period. **The Advisory Committee expects that the proposed budget for the 2009/10 period, including a detailed description of actual expenditures incurred for the 2008/09 period, will be prepared as a matter of priority and submitted to the Assembly for action early in the main part of its sixty-fourth session.**

20. The actions to be taken by the General Assembly are set out in paragraph 20 of the Secretary-General's report (A/63/867). **Bearing in mind its comments and observations in the preceding paragraphs, as well as the previous decision of the Assembly to authorize the Secretary-General to enter into commitments for the support of AMISOM (see Assembly resolution 63/275), and working on the assumption that a full budget will be presented to the Assembly for action early in the main part of its sixty-fourth session, the Advisory Committee recommends that the Assembly authorize the Secretary-General to enter into commitments for the period from 1 July to 31 December 2009 in the amount of $124,000,000. The Committee also recommends that the Assembly approve assessment of that amount for the period from 1 July to 31 December 2009. The Advisory Committee stresses, however, that its recommendation on commitment authority in no way prejudges the position that the Committee may take on the structure, number and level of posts or on other resources intended for the provision of support for AMISOM or a future United Nations peacekeeping operation in Somalia.**